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ABSTRACT

This report examines the composition, challenges, needs, and training opportunities of the emerging nontraditional work force. By the year 2000, 87 percent of newcomers to the United States' workforce will be Asians, Hispanics, Blacks, women returning to work, and immigrants. After an introduction, the report provides information on the following: the national work force--current status and projected changes; the California work force--current status and projected changes; California's employment and training programs--an overview and analysis; and conclusions and recommendations. The following recommendations are a broad range of policy options that may be used to craft California's employment and training programs into a "system": (1) create a state department of employment and job training, develop a voucher system, and create a comprehensive labor market needs database reflecting local, regional, and statewide work force demands; (2) expand the apprenticeship model of job training and provide opportunities for clients to obtain technical skills and employment by combining vocational education and apprenticeship components; and (3) eliminate impediments that discourage access to employment and job training, provide support services, explore tax credit and exemption policies, and create an applied technology education articulation model. Two appendices contain employment and training programs by purpose and description and a chart of reports and evaluations of employment and training programs. (NLA)

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Training California's Emerging Workforce

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INTRODUCTION

By the year 2000, 87 percent of newcomers to the United States' workforce will be Asians, Hispanics, Blacks, women returning to work, and immigrants. This emerging workforce, which will be even more predominant in California, raises issues and problems not previously experienced in this country.

Historically, federal and state governments have subsidized a variety of employment and training programs, aimed primarily at serving economically disadvantaged persons for whom the educational system has failed to prepare for the world of work. These programs, designed as a "salvage system," were conceived as a "second chance" for people not traditionally included in the successful home/school/work transition. The "second chance" system includes a variety of programs for youths and adults, dislocated workers, and new entrants (e.g., immigrants and returning women) to the workforce. While the "second chance" system has only been sporadically successful, it is totally inadequate to meet the employment and training requirements and skills necessary to meet the job challenges of the 1990s and the twenty-first century.

The nation, and especially California, is faced with a changing economic environment due to global competition, the impact of technology, and massive industrial restructuring. These phenomena have caused a demand for a workforce which must be more innovative, adapt more rapidly to changing conditions, and be better equipped with technical skills.

Not only will this decade make new demands on the workforce, but the workforce, especially its new entrants, will make significant training demands on government and business. California's workforce is aging, the number of new entrants is shrinking, and its composition is radically changing. Labor demand is outstripping supply quantitatively and, especially, qualitatively.

As a result of the projected decline in the number of entry-level workers joining the workforce during this decade, a demographically generated "window of opportunity" will exist for vast pools of unemployed, underemployed, and dislocated workers to become major participants in California's workforce, **if** their training correlates with job demand skills.

Increasing business needs for entry-level workers has forced both employers and public employment and training programs to view the emerging, non-traditional workforce as an economic resource rather than an economic burden. But, how will this new emerging labor pool meet the special demands of the 1990s workforce —that it be highly skilled, and increasingly more creative and more competitive?

Clearly, the educational system is the front line institution responsible for producing a knowledgeable and more technically versatile workforce. However, overall more than 30 percent of California's students do not finish high school (more than 45% of Black and Hispanic students fail to finish high school). Indeed, many high school and college graduates have problem-solving and communication skills significantly below those required by the job market, and current trends in this regard are not encouraging.

Future educational policies and reforms must insure that more students stay in school and that the schools provide a uniformly high level of education to prepare adequately all individuals for active participation in a fast changing and increasingly complex society, in general, and its associated world of work. However, waiting for school performance to solve the workforce problem is unrealistic. More than 80 percent of the workforce in the year 2000 will have already "graduated" from the traditional school system; the key to upgrading their work skills must come from existing employment and training programs.

Therefore, the responsibility of preparing California's emerging, non-traditional workforce to meet and respond successfully to current and projected labor market needs falls primarily on the so-called employment and training "system." The challenge of California's employment and training programs is to increase the proficiency of program participants, especially those once considered outside the economic mainstream.

This report examines the composition, challenges, needs, and training opportunities of the emerging non-traditional workforce, which will comprise nearly 90 percent of the new entrants to the workforce in the year 2000. Specifically, the report provides: a national and California overview of the demographic profile of the emerging workforce in light of predicted labor market demands, an analysis of the capacity of California's publicly funded employment and training programs to train the emerging workforce, and policy recommendations designed to provide California's emerging workforce with the skills and creativity needed to fulfill the complex demands required by the present and future labor markets.

THE NATIONAL WORKFORCE: Overview of Current Status and Projected Changes

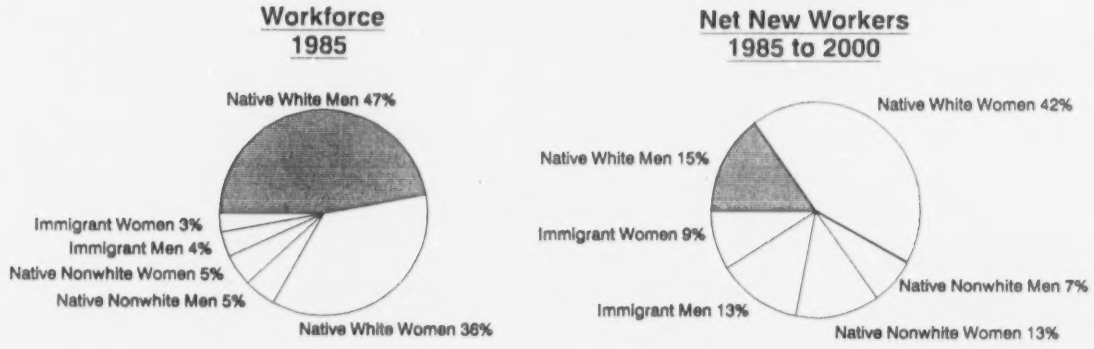
In 1987, the United States Department of Labor issued ***Workforce 2000***, which documented an emerging crisis in the American workplace.[1] The report warned the nation that demographic trends, technological change, and increased international competition could weaken our economic position in the next century. According to a recent study, the crisis envisioned in ***Workforce 2000*** has begun.[2] There is an increased demand for highly skilled workers, an aging workforce, and the beginning of a long-term shortage of skilled workers. Many low-skill workers are having increasing difficulty finding employment.

WORKFORCE DEMOGRAPHICS

The nature and the extent of the workforce — the number of people working or looking for work — is changing. In 1970, the workforce was growing at about 2.9 percent annually, and nearly half the new entrants were white men. About two-thirds of the new workers had graduated from high school or college, about one-sixth were women entering or reentering the workforce, and about one-sixth were immigrants.[3] Today, the workforce is growing by less than 1 percent annually.[4] As reflected in Graph 1,

GRAPH 1

PROJECTED COMPOSITIONAL CHANGES IN THE UNITED STATES WORKFORCE



TOTAL = 115,461,000

TOTAL = 25,000,000

SOURCE: Hudson Institute, as adapted from Johnston, p. xxi.

NOTE: Percentages may not equal 100% due to rounding.

[1]W. Johnston, ***Workforce 2000*** (Washington, D.C.: U.S. Government Printing Office, 1987).

[2]United States, Department of Labor, ***Investing in People: A Strategy to Address America's Workforce Crisis*** (Washington, D.C.: U.S. Government Printing Office, 1989), p. 1.

[3]Johnston, p. xx.

[4]Ibid., p. xix; and R. Vaughan and S. Berryman, *Employer-Sponsored Training: Current Status, Future Possibilities* (New York: Teacher's College, Columbia University, February 1989), p. 15.

from 1985 to the year 2000 white men will provide only 15 percent of the new entrants until the year 2000. White women will provide 42 percent. Nonwhites — who constitute 10 percent of today's workforce — will provide 20 percent of the new workers. Immigrants — who constitute 7 percent of the nation's workforce today — will provide nearly one-quarter of the new workers.[5]

Not only is the growth of the workforce slowing and aging, but its racial and gender compositions are also changing. Between 1986 and 2000, the population is projected to grow by 15 percent. However, the number of people between the ages 35-47 will grow by 38 percent, while the number ages 48-53 will grow by 67 percent.[6] The number of youths 16-19 years old in the workforce is declining absolutely, and the share of the workforce ages 20-34 years is falling.[7]

Immigrants and minorities will provide 42 percent of all new workforce entrants. Women also will continue to play an increasing role in the workforce. They will provide almost two-thirds of the new workforce entrants, and female single heads-of-household, as a proportion of the women entering the workforce, will also rise.[8]

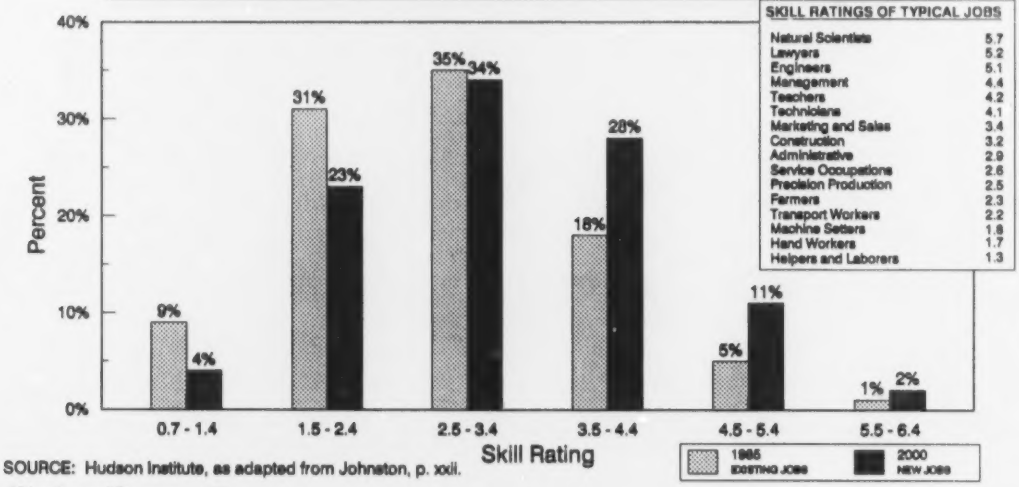
The vast pool from which the future workforce will be drawn consists of workers that traditionally have been considered the least employable. In order to fill the jobs being created, employers will have to view increasingly pools of unemployed and low-income workers — including immigrants, female single heads-of-household, and other groups now considered hard to employ — as an economic resource rather than an economic burden.[9] If the labor market continues to view these groups as "unemployable," jobs now being created may go unfilled, and economic expansion could be threatened.

A substantial gap is emerging between the demand for a skilled workforce and the skills present within the current workforce. The workforce is becoming less skilled, while the demand for skills is rising.[10] (See Graph 2 and Table 1.)

GRAPH 2

LOW-SKILLED JOBS ARE DECLINING

1985 and projected 2000



SOURCE: Hudson Institute, as adapted from Johnston, p. xxii.

[5]Johnston, p. xxi; and Vaughan and Berryman, p. 16.

[6]Johnston, p. 79.

[7]Ibid., p. 80.

[8]National Alliance of Business and SRI International, ***Human Capital Strategies to Promote Economic Opportunities*** HA-12997 HUD (Menlo Park, CA: SRI International, 1987), p. 9.

[9]United States, Department of Labor, p. 3; and A.P. Carnevale and J.W. Johnston, ***Training America: Strategies for the Nation*** (Alexandria, VA: American Society for Training and Development, 1989), p. 3-9.

[10]Johnston, pp. 95-103; and Carnevale and Johnston, pp. 1-4.

TABLE 1

THE CHANGING OCCUPATIONAL STRUCTURE
1984 - 2000

OCCUPATION	CURRENT JOBS (000s)	NEW JOBS (000s)	RATE OF GROWTH (percentage)
Service Occupations	16,059	5,957	37%
Managerial and Management-Related	10,893	4,280	39
Marketing and Sales	10,656	4,150	39
Administrative Support	18,483	3,620	20
Technicians	3,146	1,389	44
Health Diagnosing and Treating Occupations	2,478	1,384	56
Teachers, Librarians, and Counselors	4,437	1,381	31
Mechanics, Installers, and Repairers	4,264	966	23
Transportation and Heavy Equipment Operators	4,604	752	16
Engineers, Architects, and Surveyors	1,447	600	41
Construction Trades	3,127	595	19
Natural, Computer, and Mathematical Scientists	647	442	68
Writers, Artists, Entertainers, and Athletes	1,092	425	39
Other Professionals and Paraprofessionals	825	355	43
Lawyers and Judges	457	326	71
Social, Recreational, and Religious Workers	759	235	31
Helpers and Laborers	4,168	205	5
Social Scientists	173	70	40
Precision Production Workers	2,790	61	2
Plant and System Workers	275	36	13
Blue Collar Supervisors	1,442	- 6	0
Miners	175	- 28	- 16
Hand Workers, Assemblers, and Fabricators	2,604	- 179	- 7
Machine Setters, Operators, and Tenders	5,527	- 448	- 8
Agriculture, Forestry, and Fisheries	4,480	- 538	- 12
TOTALS	105,008	26,030	25%

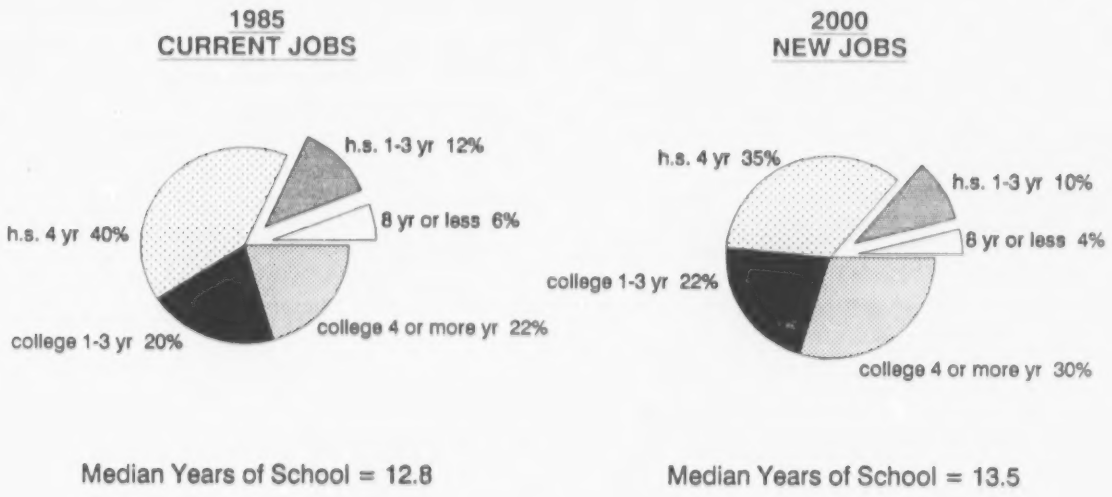
SOURCE: Hudson Institute, as cited in Johnston, p. 97.

EDUCATION

Over the next decade, it is projected that more than half of new jobs will require at least one year of college education.[11] Neither the current nor projected workforce will have the education and skills needed to meet the demands of the future workplace. (See Graph 3.)

GRAPH 3

THE OCCUPATIONS OF THE FUTURE WILL REQUIRE MORE EDUCATION



Median Years of School = 12.8

Median Years of School = 13.5

SOURCE: Bureau of Labor Statistics, Hudson Institute, as adapted from Johnston, p. 98.

[11]Johnston, p. 97.

Currently, 20 percent of the adults in the United States are functionally illiterate; that is, they are unable to read, write, or compute with the proficiency needed to function in society.[12] Half of all 18-year-olds have failed to master basic language, mathematics, and analytic skills.[13] Employers report difficulty both in hiring skilled workers and in finding entry-level applicants who can read and compute well enough to participate usefully in employer-provided training programs.

More striking is the fact that one out of four students does not graduate from high school.[14] The United States also lags behind other industrialized countries, particularly in educational achievements in mathematics and science — only 20 percent of U.S. high school students have three years of math, and 10 percent have three years of science. In contrast, 90 percent of all West German and Japanese students have three years of each.[15]

The growing demand for skills, employers' reliance on well-educated workers to integrate new technologies into the firm, and the country's demography raise the prospect that economic growth will be constrained by a lack of well-educated and well-trained employees. More ominously, a dual labor market is evolving. The market for unskilled labor offers shrinking opportunities and rising poverty, while the market for educated, well-trained workers promises rising incomes and expanding choices. The challenge to the educational and employment and training systems is to increase the human capital of all of its participants, especially to those outside the economic mainstream.[16]

[12]National Alliance of Business and SRI International, p. 10.

[13]United States, Department of Labor, p. 3.

[14]Ibid., p. 2.

[15]Ibid., p. 3.

[16]Carnevale and Johnston, p. 8.

THE CALIFORNIA WORKFORCE: Overview of Current Status and Projected Changes

Currently, California ranks as the world's sixth economic power. By the year 2010, California could pass France and West Germany to rank fourth after Japan, the Soviet Union, and the entire United States.[17] With an annual output of $550 billion worth of goods and services, California's share of the United States' Gross National Product was nearly 13 percent in 1988.[18]

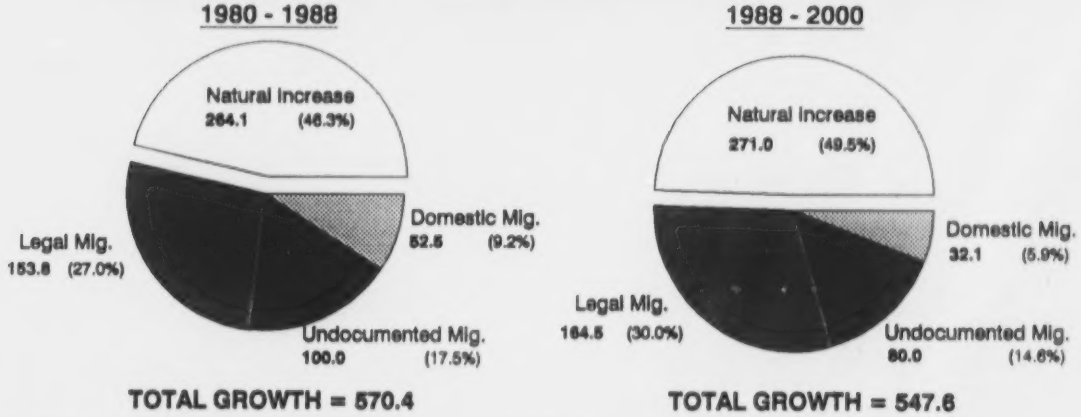
At the beginning of 1990, California's population is estimated to be about 30 million. The average population gain per year during the 1980s was nearly 600,000. By the year 2000, California's population will exceed 35 million — adding 5 million Californians over the next 10 years. These levels of growth far exceed the past experience of California or any other state.

Population growth combined with demographic factors and economic productivity forecasts will have substantial implications for California's workforce and occupational structures over the next decade. The following is an overview of critical factors which will form the basis upon which California's workforce of the twenty-first century will be built.

POPULATION

California's population is a product of natural increase (births minus deaths) and migration (legal foreign, undocumented, and domestic). Graph 4 compares the components of population change 1980-1988 and projections for 1988-2000.

GRAPH 4
CALIFORNIA
COMPONENTS OF POPULATION CHANGE
(thousands per year)



SOURCE: Center for Continuing Study of the California Economy (CCSCE), California Departments of Finance and Health Services, as adapted from CCSCE, pp. 3 and 7.

[17]California Economic Development Corporation, *Vision: California 2010* (Sacramento: March 1988), p. 9.

[18]Ibid.

Half of California's population in year 2000 is projected to come from migration. Over this decade new residents in California (including immigrants and those born in California) will grow at a rate of nearly 550,000 people a year.[19] California will continue to add residents at a much faster rate than the national average. Between 1988 and 2000, the United States population is projected to increase by 9.4 percent; California's population is projected to grow by 23.2 percent.[20]

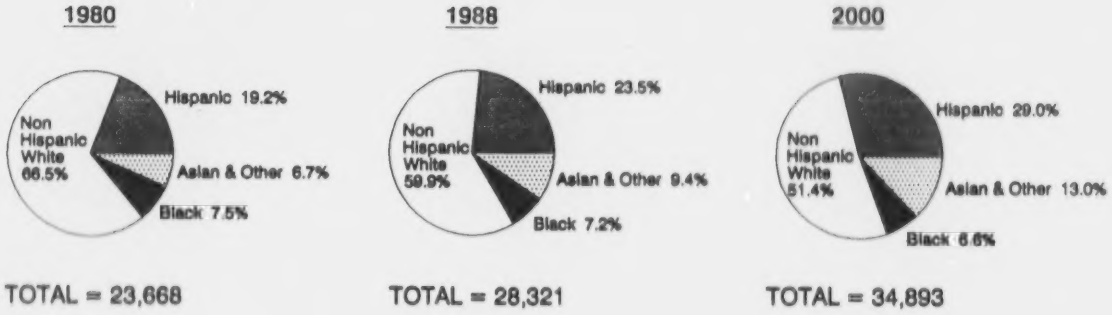
By the year 2000, ethnic minorities will represent nearly half the state's population. While the white population is expected to increase slightly to just above 50 percent of the total population, Hispanic and Asian populations are expected to grow substantially, 58 percent and 64 percent respectively. Overall, by the year 2000, Hispanics will represent 29 percent of the population, Asians 13 percent, and Blacks about 7 percent. (See Graph 5.)

Between 1988 and 2000, California's workforce is projected to grow fastest in the 35-54 aged group (see Graph 6, p. 11): the state's total workforce will grow by about 3.8 million; the workforce aged 35-54 will grow by nearly 3.2 million.[21] The youngest workforce group, aged 15-24, traditionally associated with entry-level positions in most nonprofessional occupations, will increase only slightly.

GRAPH 5

CALIFORNIA POPULATION BY ETHNIC GROUP

(In thousands)



SOURCE: 1980-Census of Population; 1988-Center for Continuing Study of the California Economy (CCSCE), Current Population Survey; 2000-CCSCE; as adapted from CCSCE, p. 49.

[19]Center for Continuing Study of the California Economy, ***California Population Characteristics: Regional Market Update and Projections*** (Palo Alto: 1989), p. 8.

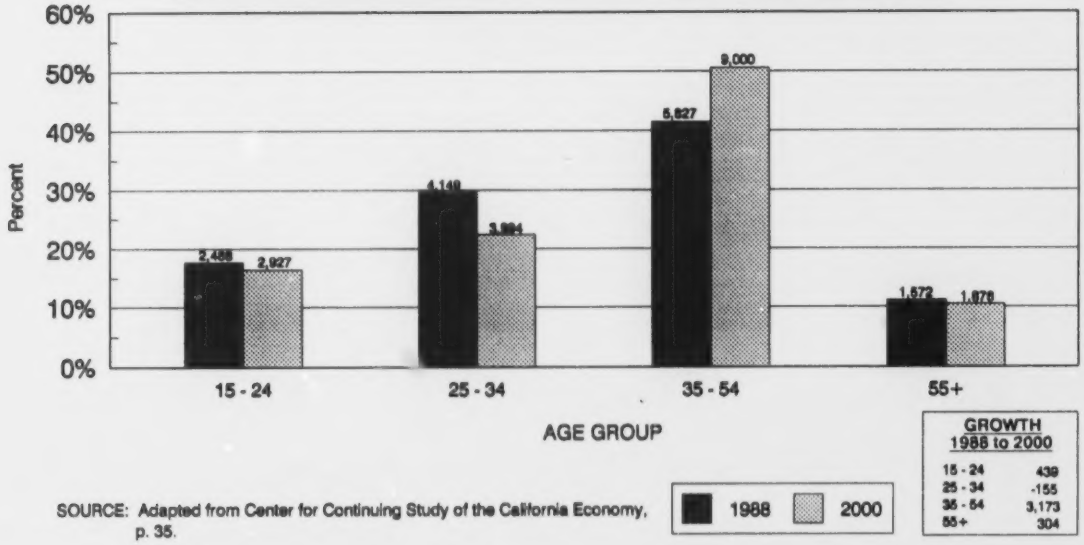
[20]Ibid.

[21]Ibid., pp. 34-35.

GRAPH 6

CALIFORNIA WORKFORCE BY AGE GROUP

(In thousands)



SOURCE: Adapted from Center for Continuing Study of the California Economy, p. 35.

WORKFORCE DEMOGRAPHICS

Changes in California's population will be directly reflected in the future nature of workforce growth, especially at the entry level. Not only will nearly half of the future workforce be comprised of ethnic minorities, but more than half of those ethnic minorities will be immigrants, primarily from Asian and Hispanic countries.

Public and private sector labor experts are concerned with the potential problem of a mismatch between the skills of California's emerging workforce and the requirements of tomorrow's jobs. According to one report, "Unless major upward mobility occurs in the occupational structure of California's minority groups, and recent immigrants in particular, the occupational requirements of a growing and changing state economy in [this] decade may not be met.[22]"

The projected mismatch between existing workforce skills and future occupational requirements is based on the following findings:

- California's future economy, strongly based on technology, will heavily rely on occupations of a professional and technical nature.
- California's current workforce is clearly underrepresented in many highly skilled professions by Hispanic, Asian, and Black workers.
- Projected growth in California's workforce for this decade and beyond will be primarily Hispanics and Asians.

Table 2 (p. 12) outlines California's curent occupational structure by ethnic group.

[22]Ibid., p. 41.

TABLE 2

CALIFORNIA
OCCUPATIONAL STRUCTURE by ETHNIC GROUP

1986 - 1988 Average

OCCUPATION	HISPANIC	NON-HISPANIC WHITE	BLACK	ASIAN & OTHER	TOTAL POPULATION
Managerial and Professional	9.3%	33.6%	19.3%	25.6%	26.9%
Sales, Admin., Tech. Support	22.2%	33.4%	36.9%	34.6%	31.4%
Service Workers	17.2%	10.8%	17.0%	12.3%	12.6%
Farm Workers	8.6%	1.8%	0.9%	2.7%	3.3%
Precision and Craft Workers	15.0%	11.8%	10.3%	10.5%	12.3%
Operators and Laborers	27.8%	8.6%	15.8%	14.3%	13.5%
TOTALS*	**100%**	**100%**	**100%**	**100%**	**100%**

NOTE: The managerial and professional category includes managers (all levels), accountants, building inspectors, engineers, scientists, lawyers, doctors, and teachers. The sales, administrative, and technical support category includes sales jobs (cashiers to real estate agents), clerical positions (secretaries, bank tellers, record clerks), technical occupations (dental hygienists, drafters, traffic controllers). Service workers include janitors, food service workers (cooks and waiters), personal service workers (childcare, hairdressers, home health aides).

*TOTALS may not equal 100% due to rounding.

SOURCE: Center for Continuing Study of the California Economy, p. 39.

During the 1990s there will be an increased demand for managerial and professional jobs; a slightly lesser, but still substantial, demand for sales, administrative, and technical support jobs; and a decline in the demand for farm, craft, and laborer occupations.[23] "White collar" occupations in California are expected to grow faster than the national average, while below average growth is projected for "blue collar" occupations. See Tables 3 and 4 (pp. 14 and 15) for a comparison between the United States and California as to the fastest growing occupations and occupations with the largest absolute growth.

Tables 5a and 5b (p. 16) depict the projected occupational structure for 1987-2000 in another way. Table 5a delineates projected occupations with the **largest projected percentage growth,** by skill level, while Table 5b shows the occupations with the **largest projected number of new jobs,** by skill level.

It is important to note that Tables 5a and 5b indicate the changing nature of middle level occupations. The projected growth in middle level occupations is not in factory jobs, but rather in jobs that are service related and involve work in offices, stores, health, and education facilities. Projected middle skill occupations will be more complex. Future workers, lacking enhanced conceptual, creative, and communication skills, will find gradual movement along tomorrow's job skill continuum more difficult. Without supportive intervention, the prospect of being trapped at low-skill jobs is a prospective reality for all entry-level workers, especially those who lack enhanced basic skills and education.

To avoid potential stagnation in economic growth, the occupational profile of California's minority groups must begin to change dramatically. There are two principal strategies, one long-term and one short-term, to enable the emerging workforce to fulfill more successfully the skill expectations of tomorrow's economy. The main long-term strategy involves California's educational system. Simply stated, significant educational reform, in curriculum and process, is needed to insure that all Californians receive a vibrant, comprehensive, and academically sound education from preschool through postsecondary levels.

Today, at least one in three California students drops out of school. The attrition rate for Black students is 48 percent, for Hispanic students — 46 percent, for white students — 28 percent, and Asian students — 14 percent.[24] By the year 2000, more than one million students will have left school before graduation, and another 750,000 who do graduate will be considered barely literate.[25] Nationally, California ranks near the bottom for graduating high school students — only six states have lower graduation rates.

While overall school performance is essential, there is a short-term strategy that is designed to prevent the potential mismatch between the skills of the future workforce and tomorrow's job requirements: effective employment and training programs, which become substitutes for educational failures and provide retraining for existing workers.

Though both education ***and*** *employment and training programs involve the public and private sectors, this report focuses on the more immediate, short-term, publicly funded employment and training programs. California's growing economy will require nearly 550,000 new workers annually through the 1990s.*[26] *The question is: Will California's educational system, over the long term, and its employment and training "system," over the short term, produce a creative, highly-skilled, and competitive workforce, needed to sustain California's economic growth capacity into the twenty-first century?*

[23]Ibid., p. 46.

[24]California, Assembly Office of Research, ***California Children, California Families: Educating Minority Students in California, Descriptive Analysis and Policy Implications*** (Sacramento: Joint Publications Office, April 1990), p. 15.

[25]R.E. Wycoff, "Classroom Crisis is a Job for Business," ***Los Angeles Times,*** January 2, 1990.

[26]Ibid.

TABLE 3

FASTEST GROWING OCCUPATIONS -- UNITED STATES

(Employed workforce aged 16 and older, ranked by percent change; numbers in thousands; 1988-2000)	Number of Workers 1988	Number of Workers 2000	Percent Change 1988-2000
Paralegals	83	145	75.3%
Medical assistants	149	253	70.0
Home health aides	236	397	67.9
Radiologic technologists and technicians	132	218	66.0
Data processing equipment repairers	71	115	61.2
Medical records technicians	47	75	59.9
Medical secretaries	207	327	58.0
Physical therapists	68	107	57.0
Surgical technologists	35	55	56.4
Operations research analysts	55	85	55.4
Securities and financial services sales workers	200	309	54.8
Travel agents	142	219	54.1
Computer systems analysts	403	617	53.3
Physical and corrective therapy assistants	39	60	52.5
Social welfare service aides	91	138	51.5

OCCUPATIONS WITH LARGEST ABSOLUTE GROWTH -- UNITED STATES

(Employed workforce aged 16 and older, ranked by change in number of workers; numbers in thousands; 1988-2000)	Number of Workers 1988	Number of Workers 2000	Change in Number 1988-2000
Salespersons, retail	3,834	4,564	730
Registered nurses	1,577	2,190	613
Janitors and cleaners, including maids	2,895	3,450	556
Waiters and waitresses	1,786	2,337	551
General managers and top executives	3,030	3,509	479
General office clerks	2,519	2,974	455
Secretaries, except legal and medical	2,903	3,288	385
Nursing aides, orderlies, and attendants	1,184	1,562	378
Truck drivers, light and heavy	2,399	2,768	369
Receptionists and information clerks	833	1,164	331
Cashiers	2,310	2,614	304
Guards	795	1,050	256
Computer programmers	519	769	250
Food counter, fountain and related	1,626	1,866	240
Food preparation workers	1,027	1,260	234

SOURCE: Bureau of Labor Statistics, 1989, as cited in Diane Crispell, "Workers in 2000," American Demographics, March 1990, p. 40.

TABLE 4

FASTEST GROWING OCCUPATIONS -- CALIFORNIA

(Employed workforce aged 16 and older, ranked by percent change; 1987-2000)	Number of Workers 1987	Number of Workers 2000	Percent Change 1987-2000
Paralegals	10,910	22,900	109.9%
Tax preparers	4,290	8,290	93.2
Data processing equipment repairers	13,880	26,630	91.9
Photoengraving and litho machine operators	1,010	1,850	83.2
Employment interviewers--private or public	6,080	11,130	83.1
Systems analysts--electronic data processing	49,190	89,360	81.7
Home health aides	11,800	21,400	81.4
Computer programmers	48,220	86,320	79.0
Medical records technicians and technologists	5,540	9,760	76.2
Law clerks	3,210	5,650	76.0
Computer programmer aides	13,770	23,950	73.9
Physical therapists	6,780	11,730	73.0
Data keyers--composing	1,860	3,170	70.4
Safety engineers--except mining	3,570	6,040	69.2
Social welfare service aides	2,780	4,670	68.0

OCCUPATIONS WITH LARGEST ABSOLUTE GROWTH -- CALIFORNIA

(Employed workforce aged 16 and older, ranked by change in number of workers, 1987-2000)	Number of Workers 1987	Number of Workers 2000	Change in Number 1987-2000
Salespersons--retail	410,380	584,870	174,490
General managers and top executives	305,330	429,390	124,060
Waiters and waitresses	195,510	297,850	102,340
General office clerks	320,650	417,440	96,790
Cashiers	227,000	309,210	82,210
Registered nurses	160,250	236,680	76,430
Combined food preparation and service	153,930	214,140	60,210
Accountants and auditors	99,830	158,630	58,800
Secretaries and NEC	287,670	344,440	56,770
Electricians and electronic engineers	80,850	135,740	54,890
Janitors and cleaners--except maids	166,180	218,650	52,470
Receptionists and information clerks	107,320	157,460	50,140
Bookkeeping and accounting clerks	258,660	303,680	45,020
Food preparation workers	104,190	147,550	43,360
Sales reps--nonscientific, except retail	109,870	151,330	41,460

SOURCE: California, Employment Development Department, California Projections of Employment by Industry and Occupation: 1987-2000 (Sacramento: January 1990).

TABLE 5a

OCCUPATIONS WITH LARGEST PERCENTAGE GROWTH
1987 - 2000

LOWER SKILLS	MIDDLE SKILLS	HIGHER SKILLS
	Paralegals	Physical Therapists
	Medical Assistants	Podiatrists
	Therapy Aides	Computer Analysts
	Data Processing Repair	Programmers
	Home Health Aides	Occ. Therapists
	Medical Record Technicians	Optometrists
	Employment Interviewers	
	Radiologic Technicians	
	Dental Hygienists	
	Dental Assistants	
	Data Systems Operators	

TABLE 5b

OCCUPATIONS WITH LARGEST NUMBER OF NEW JOBS
1987 - 2000

LOWER SKILLS	MIDDLE SKILLS	HIGHER SKILLS
Janitors	Salespeople	Nurses
Food Workers	Waiters	Managers
Cooks	Cashiers	Accountants
Guards	Truck Drivers	Computer Programmers
Gardeners	Nursing Aides	Teachers
Stock Clerks	Secretaries	Computer Analysts
Dining Room Helpers	Information Clerks	Electrical Engineers
	Practical Nurses	Lawyers
	Repair	

SOURCE: Center for Continuing Study of the California Economy, pp.44-45.

CALIFORNIA'S EMPLOYMENT AND TRAINING PROGRAMS: An Overview and Brief Analysis

As indicated previously, two principal and concurrent strategies must be directed to close the projected mismatch between the skills of the future workforce (especially the non-traditional, new entrants) and the requirements of tomorrow's jobs: 1) educational reform and 2) an effective employment and training "system."

Educational reform is a long-term strategy aimed at improving the capacity of all California learning institutions (from preschool through post-secondary levels) to provide quality education. It is through the educational process that all Californians may gain the type of knowledge and skills that will enable them to meet the increasingly complex challenges presented by societal participation, including workforce requirements. An analysis of the implementing strategies of educational reform, though crucial in defining the capacity of the workforce to exist successfully in the world of work, is outside the scope of this report, thus, the focus on employment and training.[27]

Though supported, in concept, by both the private and public sectors, it has largely been the responsibility of government to provide employment and training programs aimed primarily at persons who have not benefitted from the "traditional" educational experience, and there are a myriad of such programs.

In describing these programs, the Assembly Office of Research (AOR) has adopted the California Employment Development Department's (EDD) definition of employment and training programs: " . . . programs administered through state agencies which direct services toward individual clients. Programs not covered include training provided by employers (as a regular part of doing business), the military services, for-profit vocational schools, and federally administered programs with no state role."[28]

For fiscal year 1990-91, over $2.9 billion (nearly $2.0 billion state funds, $946 million federal funds) has been proposed to fund 22 employment and training programs servicing approximately 6 million clients. These programs are administered by 12 state agencies — 10 of which are within the Governor's jurisdiction, one under the jurisdiction of the State Department of Education, and one under the jurisdiction of the California Community Colleges (see Graph 7, p. 18).

[27]For further information regarding long-term educational reform, please refer to previous Assembly Office of Research reports: ***California 2000: A People in Transition, Major Issues Affecting Human Resources*** (June 1986); ***The Orchard Plan: A New Way of Delivering K-6 Education***(September 1986); and ***California Children, California Families: Educating Minority Students in California, Descriptive Analysis and Policy Implications*** (April 1990).

[28]California, Employment Development Department, ***Employment and Training Programs in California*** (Sacramento: Office of State Printing, March 1989), p. i.

Graph 7

Employment and Training Programs by State Implementing Agencies

SOURCE: Employment Development Department

The state's employment and training programs are an amalgam of federal and state programs created in "bits and pieces" over 70 years. Nine of those programs account for nearly 93 percent of total funding and serve nearly 90 percent of all clients. The three largest programs are administered by the educational system: Secondary Vocational Education, Postsecondary Vocational Education, and Adult Education. The six largest programs outside of the educational system are: Job Training Partnership Act (JTPA), Greater Avenues for Independence (GAIN), Vocational Rehabilitation, Job Service, Employment Training Panel Program, and California Conservation Corps. (See Table 6a on p. 19 for federally created Employment and Training programs and Table 6b on p. 20 for state created programs.)

Because of the "piecemeal" history of the development of employment and training programs, a cohesive, coordinated, and linked "system" was never created. Instead, California has a variety of complex employment and training programs, which essentially overlap in function and target population. (See Appendix A for information regarding the purpose and description of the 22 employment and training programs.)

TABLE 6a

FEDERALLY CREATED EMPLOYMENT AND TRAINING PROGRAMS

PROGRAM	DATE CREATED	IMPLEMENTING AGENCY			FUNDING (FISCAL YEAR 1990-91)*			NUMBER SERVED** (1988-89)
		FEDERAL	STATE	LOCAL	STATE/LOCAL	FEDERAL	TOTAL	
JTPA	1982	Dept. of Labor	Employment Devel. Dept.	Field Offices	$ 0	$279,105,000	$279,105,000	170,807
Vocational Rehabilitation	1931	Dept. of Ed.	Dept. of Rehabilitation	Local Offices	30,680,000	149,440,000	180,120,000	130,925
Job Service	1933	Dept. of Labor	Employment Devel. Dept.	Field Offices	20,585,000	69,296,000	89,881,000	1,139,129
Refugee Assistance Services	1980	Health & Human Services	Dept. of Social Srevices	Co. Welfare Dept.	0	39,769,000	39,769,000	33,000
Special Veterans Services	1968	Dept. of Labor	Employment Devel. Dept.	Local Offices	0	16,083,000	16,083,000	146,283
Food Stamp E & T	1977	Dept. of Agri.	Dept. of Social Services	Co. Welfare Dept.	5,000,000	12,000,000	17,000,000	197,570
Wagner-Peyser 10% Projects	1982	Dept. of Labor	Employment Devel. Dept.	Field Offices	0	8,487,000	8,487,000	14,500
Sr. Com. Empl. Service	1983	Dept. of Labor	Department of Aging	Area Agency on Aging	0	5,547,000	5,547,000	1,052
California IMPACT	1977	N/A	National Guard	Local Offices	1,202,000	1,279,000	2,481,000	840
				SUBTOTALS	$57,467,000	$581,006,000	$638,473,000	1,834,106

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TABLE 6b

STATE CREATED EMPLOYMENT AND TRAINING PROGRAMS

PROGRAM	DATE CREATED	IMPLEMENTING AGENCY			FUNDING (FISCAL YEAR 1990-91)*			NUMBER SERVED** (1988-89)
		FEDERAL	STATE	LOCAL	STATE/LOCAL	FEDERAL	TOTAL	
Secondary Voc. Ed. ROC/Ps	1917	Dept. of Ed.	Dept. of Education	School Districts	$597,000,000	$45,000,000	$642,000,000	1,140,000
Postsecondary Voc. Ed.	1917	Dept. of Ed.	Chancellor's Office	Community Colleges	655,000,000	34,500,000	689,500,000	989,817
Adult Education	1917	Dept. of Ed.	Dept. of Education	School Districts	291,746,000	156,896,000	448,642,000	1,120,000
GAIN	1985	Health & Human Services	Dept. of Social Services	Co. Welfare Depts.	122,600,000	127,760,000	250,360,000	125,321
Inmate Employment	1983	N/A	Dept. of Corrections	Various Institutions	48,589,000	0	48,589,000	63,683
Empl. Training Panel Program	1982	N/A	Employment Training Panel	N/A	68,940,000	0	68,940,000	40,000
CA Conservation Corps	1973	N/A	CA Conservation Corps	Regional Offices	61,266,000	0	61,266,000	2,140
Voc. Ed. for Inmates	1955	N/A	Dept. of Corrections	Various Institutions	34,482,000	0	34,482,000	7,426
Supported Employment	1987	N/A	Dept. of Rehabilitation	Various Community Agencies/Organizations	16,329,000	378,000	16,707,000	5,293
Service Center Program	1966	N/A	Employment Devel. Dept.	EDD Service Centers	7,675,000	0	7,675,000	15,576
Apprenticeship Training	1939	N/A	Dept. of Indus. Relations	Joint Apprenticeship Councils	5,834,000	164,000	5,998,000	50,494
Ward Employment	1983	N/A	CA Youth Authority	N/A	4,800,000	0	4,800,000	14,000
Job Agent Program	1968	N/A	Employment Devel. Dept.	Field Offices	3,343,000	0	3,343,000	3,749
				SUBTOTALS	**$1,917,604,000**	**$364,698,000**	**$2,282,302,000**	**3,577,499**
				TOTAL Federally Created and State Created Programs	**$1,975,071,000**	**$945,704,000**	**$2,920,775,000**	**5,411,605**

* Federal funding levels based on fiscal year 1990-91 appropriations; state funding levels based on proposed Governor's Budget for 1990-91.

** Actual number served reflects data for fiscal year 1988-89. EDD estimates the number served may fluctuate up to 3 percent per year. Also, this figure artificially inflates the actual number of clients participating in the programs. One client may be enrolled in more than one program and, therefore, may be counted more than once.

SOURCE: California, Employment Development Department, Employment and Training Programs in California (DRAFT) (Sacramento: forthcoming).

According to EDD, although programs lack common and precise definitions of functions and target groups, generic "major" functions and client target groups can be found within all employment and training programs.

EDD defines the five major program functions as:

1. ***Job Placement*** — is the hiring by a public or private sector employer of a client referred by an employment and training program.

2. ***Basic/Remedial Education*** — is instruction in reading, writing, computing, and problem solving that improves a program client's job prospects or ability to succeed in training.

3. ***On-the-Job Training*** — is training in job specific skills provided at the actual work site by an employer who has first hired the program client.

4. ***Vocational Education*** — is training conducted in an institutional setting designed to provide program clients with the necessary skills, knowledge, and attitudes to attain entry level employment.

5. ***Support Services*** — are services or benefits which enable clients, especially low-income persons, to participate in program activities. They include income maintenance, childcare, health services, legal aid, and transportation assistance.

EDD defines the nine major client target groups as:

1. ***Job-Ready Persons*** — have occupational skills which are in demand in the labor market but need assistance in finding a job.

2. ***Dislocated Workers*** — have occupational skills and experience, but their opportunities to become reemployed in the same or a similar job are limited.

3. ***Youth*** — are generally defined as persons 21 years of age or younger with little or no job experience. They may be students, graduates, or school dropouts.

4. ***Public Aid Recipients*** — receive financial assistance from programs, such as Aid to Families with Dependent Children, Food Stamps, or Supplemental Security Income.

5. ***Veterans*** — are persons who have served in the active military, naval, or air service, and were discharged honorably.

6. ***Disabled Persons*** — have physical, mental, or emotional impairments which affect their prospects for employment.

7. ***Older Workers*** — are generally defined as persons 55 years of age or older.

8. ***Low-Income Persons*** — have only a basic subsistence standard of living and may (but often do not) qualify for public assistance.

9. ***Offenders*** — are persons who have been convicted of or adjudicated for a felony and who are presently incarcerated in an adult or youth correctional facility, or on probation or parole.

California's employment and training programs typically provide one or more major services to one or more of the previously described client groups. As displayed in Graph 8 (p. 23) many of the programs provide the same services and target the same client groups. Eighteen of the 22 programs provide job placement services; 12 designate basic remedial education as one of the major functions; 11 programs provide for on-the-job training. Similarly, half the programs target public aid recipients; nine provide services for youth; seven target the disabled. Yet another way to categorize, or "systemize," California's employment and training programs is to group them by their primary mission. (The sidebar at right organizes the 22 programs by their primary mission.)

Compounding the web of cross-agency administrative bureaucracy is an additional propensity of most of the employment and training programs to "contract out" for actual training services. Direct skills training, employment skills training, and the access to work experience programs may, in many instances, be achieved by many governmental agencies contracting with a multitude of community-based organizations or private, for-profit enterprises providing the same or similar services.

To measure empirically whether any or all of California's employment and training programs "work," one would have to implement an experimental design methodology (study v. control groups) and monitor meaningful performance standards over a longitudinal time period. To date, no such comprehensive study has been completed. Many of the programs produce periodic reports, and most have conducted some type of internal or external programmatic evaluation. The evaluations are either a compilation of informal reports or, in a relatively few cases, the product of an outside, independent short-term evaluation. The reports are usually issued pursuant to legislative mandates or for internal monitoring needs.

Employment and Training Programs Grouped by Primary Mission

Vocational Education Programs — provided by traditional educational institutions on the secondary and postsecondary level.

- Secondary Vocational Education — ROC/Ps
- Adult Education
- Postsecondary Vocational Education (community colleges)

Direct Skills Training Programs — training in occupational skills areas conducted by private or public training institutions.

- Job Training Partnership Act
- Greater Avenues for Independence
- Vocational Rehabilitation
- Refugee Assistance Services
- Vocational Education for Inmates
- Apprenticeship Training
- Employment Training Panel Program

Work Experience Programs —subsidized employment combined with other training activities, such as basic education and job search.

- Senior Community Employment Service
- California Conservation Corps
- California IMPACT
- Supported Employment
- Food Stamp Employment and Training
- Inmate Employment

Employment Services Programs — services that are limited to assistance in finding a job placement, including job search, resume writing, how to prepare for an interview, etc.

- Job Service
- Special Veterans Services
- Job Agent Program
- Service Center Program

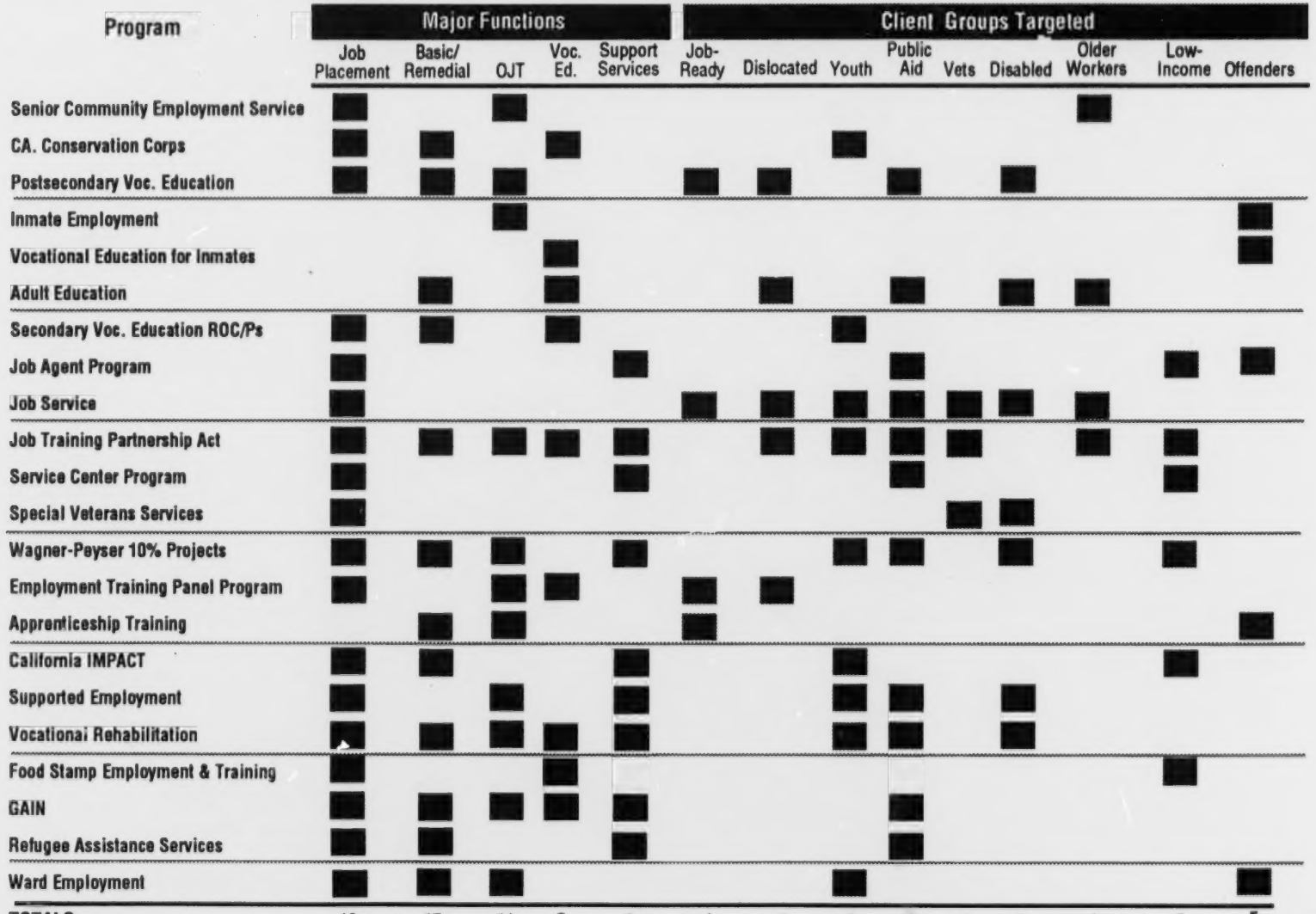
Special Programs — programs which are service intensive for a short term and designed to impact on a specific population segment, including demonstration projects.

- Wagner-Peyser 10% Projects
- Ward Employment

SOURCE: Employment Development Department

Graph 8

Employment and Training Programs By Function and Target Group



SOURCE: Employment Development Department

Typically, reports and evaluations focus on a limited number of issues affecting programs. Almost all reports and evaluations simply monitor funding levels, number of clients served, programmatic elements, and sometimes job placements. Of those programs which initially track their clients into employment, few monitor such clients for an extended time period, and virtually no program has empirical data correlating successful employment with a particular service delivery strategy. (See Appendix B for information regarding reports and evaluations of the 22 programs.)

Current programs overlap in primary mission, major functions, client target groups, and service delivery. Though it remains unabated, there has been a hue and cry for almost as many years as there have been programs, to have state programs designed and functioning more as a "system," in terms of agency administration and local service delivery, rather than as a lazy-Susan of choices and chances.

CONCLUSIONS AND RECOMMENDATIONS

Currently, California's 22 publicly funded employment and training programs are administered through 12 different state agencies. The nine most heavily funded programs are administered as follows: Secondary Vocational Education and Adult Education by the State Department of Education, Postsecondary Vocational Education by the California Community Colleges, Job Training Partnerships Act (JTPA) and Job Service by the Employment Development Department, Greater Avenues for Independence (GAIN) by the Department of Social Services, Vocational Rehabilitation by the Department of Rehabilitation, Employment Training Panel Program by the Employment Training Panel, and California Conservation Corps by the California Conservation Corps.

This fragmentation and associated administrative complexity (from a statewide agency perspective, a local point of service delivery perspective, and a client based perspective) make it difficult to integrate training services, respond strategically to evolving workforce needs, and use limited funds efficiently. There is no linked, coordinated, or comprehensive publicly funded employment and training "system" in California.

As a result of the projected decline in the number of entry-level workers joining the workforce in combination with projected higher labor demands, a "window of opportunity" will exist for vast pools of unemployed, underemployed, and dislocated workers to become major participants in this decade's workforce.

But, how will this emerging, non-traditional workforce (comprised primarily of Asians, Hispanics, Blacks, returning women, and recent immigrants) be positioned to respond successfully to the special demands of the 1990s workforce — that it be more innovative, able to adapt to rapidly changing conditions, and better equipped with enhanced problem-solving and communication skills? Part of the answer will rely on massive long-term educational reform designed to insure that all Californians receive a uniformly high level of quality education, which will prepare them for the responsibilities of society and the increasing complexities of the world of work.

However, more than 80 percent of the workforce in the year 2000 will have already been "through" the traditional school system. Therefore, the responsibility for preparing California's emerging, non-traditional workforce to meet and respond successfully to current and projected labor market needs falls primarily to the patchwork of current employment and training programs. How can California's employment and training programs better meet the challenge of preparing this emerging workforce for the higher skills demanded by current and future jobs?

The Assembly Office of Research recommends that an Assembly Select Committee (or a Subcommittee of a current Standing Committee) on Job Training be formed to explore a variety of approaches to enable California's employment and training programs to deliver systematically the type of educational, employment, and supportive services needed to match the skills of the non-traditional workforce with the demands of labor market needs.

The following is a broad range of policy options, which the Select Committee (or Subcommittee) may consider in its efforts to improve, coordinate, and craft California's employment and training programs into a "system." As mentioned above, educational reform is a crucial strategy to workforce development but is beyond the scope of this report, and, therefore, K-12 educational reform policy options have not been considered.

Create a State Department of Employment and Job Training

The United States Congress is currently considering legislation which will mandate, among many other provisions, that for states to receive funding for vocational education, Job Training Partnership Act, adult education, vocational rehabilitation, and perhaps Greater Avenues for Independence, states must demonstrate an organizational capability, under one entity, to administer those programs.

A new Department of Employment and Job Training would assume administrative responsibility for all employment and job training programs. In addition, the new department would create a permanent Employment and Job Training Commission which would initiate and maintain a statewide certification system insuring that all employment and job training programs meet administrative and substantive standards. Besides conducting research and providing policy recommendations to the Governor and Legislature on employment strategies and workforce needs, the Commission would:

1. Develop an employment and job training voucher system to enable eligible individuals to have direct control over their career development plans by providing state subsidized vouchers to use for ***certified*** employment and job training programs. A voucher system could be incorporated into the current employment and job training "system," or replace it entirely.

2. Create a comprehensive labor market needs data base reflecting local, regional, and statewide workforce demands. All employment and job training programs should be measured on their ability to place clients in meaningful job opportunities for extended periods of time. Many job and skills training strategies suffer from insufficient data regarding current labor market needs, sometimes resulting in inappropriate training strategies designed for disappearing jobs. Employment and job training programs must be responsive to current and emerging labor market needs. State, regional, and local strategic planning will require a comprehensive labor market needs data base system constantly updated to reflect current and future workforce demands.

Significantly Expand the Apprenticeship Model of Job Training

Create an apprenticeship training model which will provide opportunities for clients to obtain technical skills and gainful employment by combining elements of vocational education with apprenticeships. By targeting industries in regional areas throughout the state that are (and will be) experiencing labor market shortages, a consortium of interested representatives from secondary schools, community colleges, intermediate school districts, and businesses could design a series of intensive apprenticeship models.

Eliminate Impediments Which Discourage Access to Employment and Job Training

The Department of Employment and Job Training would study impediments which discourage access to employment and job training programs, and would specifically examine the following strategies to eliminate such impediments:

1. Provide adequate supportive services (such as childcare, transportation, mental health, and other social services) to insure active client participation in all certified employment and job training programs.

2. Explore various tax credit and tax exemption policies to encourage more involvement of private sector industry in employment and job training programs. A variety of tax incentive approaches should be examined from the provision of personal income tax credit for education **and** employment and job training expenses to business income tax exemptions for all employer-provided education **and** employment and job training benefits.

3. Creating an enhanced applied technology education model to link middle and secondary schools with community college and university programs so that sequences of courses can be offered in applied math, science, and other appropriate subjects that lead students to greater technical proficiencies.

APPENDIX A

Employment and Training Programs by Purpose and Description

APPENDIX A

EMPLOYMENT AND TRAINING PROGRAMS BY PURPOSE AND DESCRIPTION

PROGRAM	PURPOSE	DESCRIPTION
Secondary Voc. Ed. ROC/Ps	Provide vocational education and skills training to high school students, dropouts, and some adults.	Vocational Education is predominantly classroom instruction. ROC/Ps combine classroom instruction with work experience training at private sector employers. ROC/Ps also use mock work settings to provide instruction.
Postsecondary Voc. Ed.	Provide vocational education to adult community college students. Provide customized training for private employer.	Most training done in the classroom. Some classes are held in a laboratory setting such as industrial arts, automotive repair, and cosmetology.
Adult Education	Provide general education, remedial education, and vocational classroom training to adults who are limited-English speaking, lack basic skills, or wish to earn a GED certificate, high school diploma, or fulfill civics and English language requirements for U.S. citizenship.	Adult schools provide classroom training only. The curriculum does not include any training which requires a laboratory setting. The primary mission is improving basic skills and providing coursework leading to a high school diploma.
Greater Avenues for Independence (GAIN)	Provide a combination of skills training, support services, and basic education skills, that will transition AFDC recipients into permanent employment and self-sufficiency.	County welfare departments administer this mandatory participation program. There are some allowable reasons for exemption or deferral. Services are provided through a closely monitored matrix of job search, counseling, skills training, and placement. Extensive support services are available during the entire program; some extend past placement. Sanctions are imposed for failure to cooperate.

PROGRAM	PURPOSE	DESCRIPTION
Job Training Partnership Act (JTPA)	Provide skills training and placement to youth, adults, older workers, and dislocated workers who are disadvantaged through economic or employment circumstances.	Local Private Industry Councils (PIC) operate in 51 service delivery areas throughout the state. Program activities are funded through seven entitlements which determine the nature and extent of training and who will be serviced, PICs usually obligate most funding for contracts with public and private training institutions and community-based organizations who are responsible for training and placement.
Vocational Rehabilitation	Provide training, medical assistance, materials and supplies, and support services to disabled persons.	Participants who qualify for the program are provided rehabilitation services and skills training based on a plan prepared by staff. The plan is developed with the involvement of the participant, outlines all services, and establishes proposed timelines for completion of each proposed activity. Extensive support services are available through the department. Participants are able to enter the program by contacting the regional office of Vocational Rehabilitation.
Job Service	Provide job placement and job search assistance to the general public.	The Employment Development Department (EDD) conducts the Job Service program through 130 field offices. Job placement counselors provide assistance to participants by making referrals from job orders received from employers. The job orders are computerized which enhances the ability to locate a job match.
Inmate Employment	Provide subsidized employment for inmates.	Inmates are provided employment through the Prison Industry Authority and other private and public sector employers.
Employment Training Panel Program	Provide training services to workers covered under the UI program or workers who have exhausted their claim in the last 104 weeks.	ETP contracts directly with employers or training institutions using fixed fee training contracts. These contracts require that a participant successfully completes the program and is employed for a minimum period before the employer or training institution receives a fixed fee per employed participant.

PROGRAM	PURPOSE	DESCRIPTION
CA Conservation Corps	Provide work experience training to youth (18-23) in a residential setting, and conduct conservation projects for public agencies.	The Conservation Corps operates 17 residential centers throughout the state. Youth are assigned to a center, where they complete conservation projects, receive Basic Education, and learn center maintenance skills, such as automotive repair and food service. Corps members may be enrolled for one or two years. Corps members also receive career counseling.
Refugee Assistance Services	Provide refugees with a battery of training, education, and support services which assist in assimilation and self-sufficiency.	Refugee Services are being provided through the GAIN program conducted by county welfare departments. Refugees receive English as a second language training, on-the-job training skills, and placement assistance, as well as health and social services.
Voc. Ed. for Inmates	Provide inmates with skills training and education in anticipation of release from incarceration.	Inmates are assessed to determine vocational aptitude and preference. Classes and laboratories for skills training are located within various institutions.
Supported Employment	Provide extensive on-site support for severely disabled persons who are trained on the job.	An employability and rehabilitation plan determines to what extent the participant will be given a staff person who accompanies the participant on the job. The support is designed to develop skills and confidence such that even a severely disabled person can be employed.
Special Veterans Services	Provide intensive and preferential treatment to veterans and disabled veterans through the Job Service Program.	When a veteran enrolls in Job Service and is identified as such, he/she is referred to a local Veteran Employment Representative (LVER). The LVER insures that the veteran receives all of the special privileges accorded by this program. There is also a disabled representative for disabled veterans. Veterans receive priority review of job orders. They are also provided with ongoing job search counseling and assistance.

PROGRAM	PURPOSE	DESCRIPTION
Food Stamp Employment & Training (E & T)	Provide work experience training in public agencies to non-AFDC food stamp recipients.	Participants in this program are provided services through the GAIN program. GAIN provides counseling skills training, placement assistance, work experience, and support services.
Service Center Program	Assist participants with employability services and support services designed to eliminate barriers to employment.	The program provides in-depth counseling and referral to participants who have difficulty maintaining employment due to low skills, poor education, language barriers, health problems, and poor work habits. Participants are referred to other programs to receive training, basic education, health care, etc. They continue to be counseled during the time they are receiving other services.
Wagner-Peyser 10% Projects	Provide employment and training services to participants with special needs through various demonstration projects.	At the Governor's discretion, 10% of the Wagner-Peyser Grant (Job Service) may fund special projects: half of these funds are obligated to GAIN; the remaining half funds demonstration projects for youth and the handicapped.
Senior Community Employment Service	Provide on-the-job training in community service programs to improve their potential for employment.	Participants are placed in part-time, fully subsidized employment. The employment is in a new skill area or one which will upgrade current skills. Placement assistance is also provided.
Apprenticeship Training	Develop apprenticeship programs.	With the advice, cooperation, and assistance of Joint Apprenticeship Councils, the program develops and establishes apprenticeship programs in traditional trade areas. The program also develops apprenticeship in non-traditional areas, such as health and government.

PROGRAM	PURPOSE	DESCRIPTION
Ward Employment	Provide training and education which will enhance employability and diminish the potential for recidivism.	Several different programs involving educational, vocational, and work experience services make up a battery of activities which are offered to the wards. After training, and in preparation for release, Employment Development Department assists with placement services.
Job Agent Program	Provide training and support services to Job Service participants who have employment barriers.	A Job Service counselor will refer a participant to a Job Agent when the counselor determines that the participant has significant barriers to job readiness, such as lack of skills, education, or the need for support services. The job agent maintains a counseling relationship while guiding the participant through various services designed to make him/her job ready.
California IMPACT	Provide basic education, pre-employment training, military skills, and placement assistance to disadvantaged youth (16-21).	The program is designed to "impact" on disadvantaged youth such that they increase their employability and decide to continue their education, enter the military, or find employment. This is accomplished within the context of military training which attempts to develop self discipline and organization.

SOURCE: Employment Development Department

APPENDIX B

Reports and Evaluations of Employment and Training Programs

APPENDIX B

REPORTS AND EVALUATIONS OF EMPLOYMENT AND TRAINING PROGRAMS

PROGRAM	PERIODIC REPORTS M	QTR	AN	OTHER	DATE OF LAST REPORT	NATURE OF REPORT*	PROGRAMMATIC EVALUATION INTERNAL	EXTERNAL	DATE OF LAST EVALUATION
Secondary Voc. Ed. ROC/Ps		X			FEB 1989	4	X		DEC 1989
Postsecondary Voc. Ed.			X		1988	2		X	1988
Adult Education			X		DEC 1989	2	X		DEC 1989
GAIN			X		FEB 1989	1		X	APR 1989
JTPA			X		FEB 1989	1	X	X	OCT 1989
Vocational Rehabilitation	X	X		Semi Annual	JUN 1989	3	X		JUN 1989
Job Service				As Needed	MAR 1989	3	X		DEC 1989
Inmate Employment			X		APR 1989	1	X		FEB 1989
Employment Training Panel Program			X		FEB 1989	1		X	MAY 1989

PROGRAM	PERIODIC REPORTS M	QTR	AN	OTHER	DATE OF LAST REPORT	NATURE OF REPORT*	PROGRAMMATIC EVALUATION INTERNAL	EXTERNAL	DATE OF LAST EVALUATION
CA Conservation Corps	No Reports Required				N/A	N/A	X		MAY 1989
Refugee Assistance Services		X		Semi Annual	SEP 1989	2	X		1987
Voc. Ed. for Inmates			X		JUL 1988	3	X		NOV 1989
Supported Employment			X		JUN 1989	3	X		None/new program
Special Veterans Services			X		AUG 1989	3	X	X	NOV 1989
Food Stamp E & T		X			OCT 1989	2	X		AUG 1989
Service Center Program			X		APR 1989	1	X		DEC 1989
Wagner-Peyser 10% Projects	X				DEC 1989	4	X	X	DEC 1989
Senior Community Employment Service		X			DEC 1989	2	X		JUN 1989
Apprenticeship Training				X	DEC 1989	3	X		JUN 1989

PROGRAM	PERIODIC REPORTS M	QTR	AN	OTHER	DATE OF LAST REPORT	NATURE OF REPORT*	PROGRAMMATIC EVALUATION INTERNAL	EXTERNAL	DATE OF LAST EVALUATION
Ward Employment			X		Will begin to collect data for reports in 1990	3	X		Will begin to collect data for reports in 1990
Job Agent Program			X		MAY 1989	1	X		DEC 1989
California IMPACT			X		FEB 1989	1	X		DEC 1989

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*Key for NATURE OF REPORT

1 Annual reports submitted by the implementing agency to the Governor and Legislature as mandated by authorizing legislation. Reports include a narrative summary of program achievements and problem areas, as well as statistical data on levels of services and program outcomes.

2 Reports submitted by the implementing agency to federal agencies, charged with the responsibility of monitoring compliance with federal regulations as mandated by authorizing legislation. Most reports are predominantly statistical in nature, but do provide narrative explanations and corrective action plans for areas which are out of compliance.

3 Internal reports prepared by staff persons who are directly responsible for program operations. The reports are submitted to an overall agency director and/or governing board who is/are responsible for program oversight. All of the reports in this category are statistical only, and utilize terms and measurements specific to each agency.

4 Narrative reports prepared by local agencies and/or service providers. These reports provide information on the progress of various program elements which are involved in service delivery. The reports also provide information on the degree of "success" of participants.

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